

7.0 GROWTH-INDUCING EFFECTS OF THE PROPOSED PROJECT

7.1 State CEQA Guidelines

Section 15126.2(d) of the State CEQA Guidelines requires that the growth-inducing effects of a proposed CEQA project be addressed in an Environmental Impact Report. The evaluation of whether a project would result in growth-inducing effects focuses on the consideration of factors outlined in Section 15126.2(d). A project would be considered to have a growth-inducing effect if it would:

- ❖ Foster economic or population growth, or the construction of additional housing;
- ❖ Remove obstacles of population growth;
- ❖ Tax existing community service or facilities, requiring the construction of new facilities that could cause significant environmental effects; or,
- ❖ Encourage and facilitate other activities that could significantly affect the environment, either individually or cumulatively.

As such, this section of the EIR analyzes the potential environmental consequences of the foreseeable growth and development that could be induced by future development projects that would be facilitated by implementation of the proposed Specific Plan.

7.2 Discussion

FOSTERING ECONOMIC GROWTH

Employment Growth

Implementation of the proposed Moffett Park Specific Plan would involve the intensification of manufacturing, office, research and development (R&D), and related business-serving land uses in the Moffett Park area. The proposed Specific Plan would allow such uses to be developed at higher Floor Area Ratios (FARs) than the current FARs established in the existing City of Sunnyvale General Plan and Zoning Code. By increasing the FARs, the development potential within the Moffett Park Specific Plan Area would increase from approximately 18.3 million square-feet of building floor space to approximately 24.3 million square-feet of building floor space. This would increase the development potential by approximately 33.3 percent beyond the conditions that have been assumed under General Plan Buildout. Table 7-1 compares the future building potential within the Moffett Park Specific Plan Area with the existing FARs allowed in the current City of Sunnyvale General Plan and Zoning Code and the future development potential that would be facilitated by implementation of the proposed Specific Plan and associated FARs.

Table 7-1: Future Building Potential of the Moffett Park Specific Plan Area With Existing General Plan/Zoning FARs and Proposed Specific Plan FARs					
Existing amount of Developed Building Floor Space	Development Potential of Specific Plan Area with existing General Plan and Zoning FARs		Development Potential of Specific Plan Area with proposed FARs of the proposed Specific Plan		
	Total Amount of Building Floor Space Allowed (General Plan Buildout Conditions)	Additional Amount of Building Floor Space that could be Developed	Total Amount of Building Floor Space Allowed (Specific Plan Buildout Conditions)	Additional Amount of Building Floor Space that could be Developed	Increase in Total Amount of Building Floor Space beyond Existing General Plan Buildout Conditions
15.6 Million Sq. Ft.	18.3 Million Sq. Ft.	2.7 Million Sq. Ft.	24.3 Million Sq. Ft.	8.8 Million Sq. Ft.	6.1 Million Sq. Ft.

As noted in Table 7-1, there currently is approximately 15.6 million square-feet of building floor space developed in the Moffett Park Specific Plan Area. Under existing City of Sunnyvale General Plan and Zoning polices and standards, the Specific Plan Area could accommodate an additional 2.7 million square-feet of building floor space (or a total of 18.3 million square-feet of building floor space). The proposed Specific Plan would allow for a total of approximately 24.3 million square feet of building floor space. Therefore, approximately 8.8 million additional square-feet of building floor space could be constructed in the Moffett Park area if the Specific Plan is adopted. This would be approximately 6.1 million more square-feet of building floor space than what is allowed under the existing General Plan and Zoning Code.

On average, 340 square-feet of industrial/office space generates approximately 1 job. Therefore, the 8.8 million square-feet of additional building space could generate approximately 25,900 additional jobs for the Specific Plan Area. Buildout of the Moffett Park area under the existing General Plan would generate approximately 7,907 jobs. Therefore, the potential employment generated by buildout of the proposed Specific Plan would be substantially greater (approximately 18,000 more jobs) than the employment generated by the buildout of the Moffett Park area under the existing General Plan. Employment generated as a result of the proposed Specific Plan would occur in phases over a 25-year buildout period. Employment growth of the area would generally follow the construction and operation of future industrial/office development projects.

Many of the businesses that would locate in the Moffett Park Specific Plan Area would be considered “basic sector” businesses. The basic sector is made up of businesses that export their goods and services to markets outside of the local economy. The basic sector also supports the “non-basic sector”, which is made up of businesses that sell their goods and services almost entirely to the local market. Non-basic businesses include grocery stores, drug stores, restaurants, local retail stores, printing and publishing companies, dry cleaning services, and other local service-oriented businesses. In addition to the 25,800 additional jobs that could be created from future development projects in the Specific Plan Area, future

development projects would also indirectly generate economic development by generating or supporting jobs in the non-basic sector. These non-basic sector jobs could be located both within and outside of the Specific Plan Area.

In addition, the design and construction of future development projects that could occur under the guidance and framework established by implementation of the proposed Specific Plan would generate employment opportunities for architects, landscape architects, planners, engineers, surveyors, construction workers, heavy equipment operators, building inspectors, and other several jobs related to construction activities. Construction employment would fluctuate depending on the market and demand for the construction of new building space.

City and Regional Projections

The Association of Bay Area Governments (ABAG) calculates and publishes population and employment projections for the San Francisco Bay Area. The projections are used to allocate federal and state funds for capitol projects, to determine city and county housing needs, manage traffic congestion, estimate future sources of air pollution, and to assist local and regional government agencies in land use and policy planning. According to ABAG's Projections 2002, employment in Santa Clara County is projected to increase by 303,500 jobs between the years 2000 and 2025. Approximately 23.9 percent of that increase will be in the manufacturing sector and 36.8 percent will be in the service sector (ABAG). Employment in the City of Sunnyvale is projected to increase by approximately 36,950 jobs between the years 2000 and 2025. The majority of the job growth is projected to occur in the manufacturing/wholesale industry and the service industry by adding 17,950 and 13,750 jobs, respectively (ABAG).

To analyze the employment growth that could occur as a result of future intensification and density of development under the direction of the proposed Specific Plan, the number of jobs anticipated from future buildout of the Specific Plan is compared to the number of jobs anticipated from the future buildout of the area under the existing General Plan and Zoning policies and standards. As noted above, the potential employment generated by buildout of the proposed Specific Plan would be substantially greater (approximately 18,000 more jobs) than the employment generated by the buildout of the Moffett Park area under the existing General Plan. The addition 18,000 jobs that would be anticipated would be within the range and consistent with the growth projected by ABAG for both Santa Clara County (303,500 jobs) and the City of Sunnyvale (36,950 jobs). The level and pace of growth that would be expected to occur would also be consistent with the types of land use transitions and trends currently being approved and allowed within the Moffett Park Specific Plan Area. Therefore, the employment generated by future development under the direction of the proposed Specific Plan would not be considered substantial when compared to regional and local projections for employment growth between the years 2000 and 2025.

FOSTERING POPULATION AND HOUSING GROWTH

Population and housing growth is directly affected by the construction of new housing units. The proposed Specific Plan does not include residential land uses and would not directly increase population growth through the construction of new housing. However, the jobs generated by future development projects that would be allowed under the direction of the proposed Specific Plan would be anticipated to increase the demand for housing in the City of Sunnyvale and the Silicon Valley region.

A number of factors would determine how future job growth within the Moffett Park Specific Plan Area would affect the demand for housing in the region. These factors include, but are not limited to the following:

- ❖ The number of future employees that would relocate to the region: It is assumed that employees that relocate to the region would increase the demand for new housing in the region.
- ❖ The number of future employees who currently live and work in the region: It is assumed that these employees would not increase the demand for new housing because they would already be living in the region.
- ❖ The future economic prosperity and unemployment rate of the region.

In order to assess the proposed Specific Plan's impact on the demand for housing in the region, a *worst-case* scenario approach is utilized. The worst-case scenario assumes that all of the jobs generated by future development projects under the direction of the proposed Specific Plan would be filled by employees that relocate to the region. In reality, persons who already live in the City of Sunnyvale and within the Silicon Valley Region would fill many of the generated jobs. Nonetheless, to determine the worst-case population growth that would be expected to occur in the region, the number of employees that would be generated by future development projects under the direction of the proposed Specific Plan is multiplied by the labor force participation rate (i.e. the number of residents per employee). This calculation is done in order to take into account the number of persons that would be supported by the employee, but that do not work (i.e. children, stay at home parents, college students living at home, etc). Based on calculations from ABAG's Projections 2002, the County of Santa Clara would have a labor force participation rate of 1.74 residents per 1 employee in the year 2025. As previously noted, implementation and buildout of the proposed Specific Plan has the potential to generate approximately 18,000 more jobs than the implementation and buildout of the existing General Plan. Based on the labor force participation rate of 1.74, the 18,000 additional jobs would result in a *regional* population increase of approximately 31,320 persons (1.74 residents/employee x 18,000 employees = 31,320 residents).

It is assumed that the majority of the anticipated population increase (as driven by anticipated employment) would prefer to live within the Silicon Valley region, near the City of Sunnyvale. Given the complex characteristics and relationships between the location of employment and where people chose to live, it would be difficult to specifically determine where the employees of future businesses within the Moffett Park Specific Plan Area would chose to live within the greater Silicon Valley Region. Factors that influence where employee households chose to live include, but are not limited to the following:

- ❖ Whether the employment is full or part-time.
- ❖ The salary of employment.
- ❖ The location of employment for primary and secondary wage earners within the same household.
- ❖ The availability of affordable housing within a reasonable commute distance to the location of employment.
- ❖ An individual's tolerance to the amount of time spent commuting to and from work.
- ❖ The location of high-quality schools in the region.

- ❖ The overall quality of life of the community as perceived by individuals and families.

Based on the complex factors noted above, the process of determining the specific location of population and housing growth would be speculative and based on several assumptions that may or may not be true in the future. Therefore, the population and housing growth that would indirectly occur as a result of future development projects under the direction of the Specific Plan was not determined for specific cities and communities within the region. However, a regional analysis is addressed below with the intent of estimating potential impacts to Santa Clara County.

According to ABAG's Projections 2002, the population of the County of Santa Clara is projected to increase from 1,682,585 to 2,064,200 persons (an increase of 381,615 persons) between the years 2000 and 2025. The population growth that would be anticipated as a result of future development that would be facilitated under the direction of the Specific Plan (31,320 persons using a worst-case scenario) would be approximately 8.2 percent of the projected population increase for the County between the years 2000 and 2025. A percentage of the employees that would work in the Moffett Park Specific Plan Area would also live outside of Santa Clara County (i.e. in San Francisco, San Mateo, Alameda, etc.). Therefore, the population growth that would be anticipated to occur in Santa Clara County would be less than 8.2 percent in reality. The amount of population growth indirectly generated as a result of future development that would be facilitated under the direction of the proposed Specific Plan would be within the range of, and consistent with, the growth assumed by ABAG (Projections 2002) for Santa Clara County in the year 2025.

The projected increase of 381,615 persons in the County between 2000 and 2025 would be expected to generate approximately 129,307 households (ABAG 2002). According to ABAG's Projections 2002, the local potential for housing growth between the years 2000 and 2025 in Santa Clara County is 102,830 units. Therefore, a substantial deficit of approximately 26,480 units is anticipated to occur in the County. If this occurs, population and housing growth would be redirected to areas outside of the County and would most likely occur where there is an abundance of developable land, such as Monterey County and nearby Central Valley communities. Residential and population growth in these areas would increase vehicle miles traveled and commute times, which would have a negative effect on air quality, traffic congestion, and overall quality of life for populations in each of the respective regions. Depending on the location of residential developments, other potentially significant impacts could occur related to agricultural resources, biological resources, public services and utilities, and water quality. Therefore, cumulative growth-inducing impacts from employment-generating development projects in Santa Clara County would be considered significant. As such, the intensity of future development that could be facilitated under the direction of the proposed Specific Plan would incrementally contribute to cumulative growth-inducing population and housing impacts on communities both within and outside of Santa Clara County. The incremental contributions to cumulative growth-inducing impacts would be considered significant.

To reduce potential impacts, the City of Sunnyvale would utilize its "Housing Mitigation Fund". The Housing Mitigation Fund is designed to address the City's housing deficiency in relation to the number of jobs. Fees are collected from research and development/industrial developments that exceed established Floor Area Ratios. Funds can be used for rehabilitation, acquisition, new construction, and predevelopment costs for affordable housing development. Developers of future development projects in the Moffett Park Specific Plan Area would be required to pay into the City's Housing Mitigation Fund. The payment of fees would help to reduce potentially significant impacts in the City of Sunnyvale. However, the City of Sunnyvale does not have a legal mechanism that requires developers to mitigate

housing and growth-inducing impacts that would occur in the region. Therefore, cumulative growth-inducing impacts would be considered significant and unavoidable.

REMOVING OBSTACLES TO POPULATION GROWTH

Several types of projects can induce population growth by removing obstacles that prevent growth. An example of this type of project would include a major expansion of a wastewater treatment facility, which would allow for additional connections within its service area and therefore, would allow future construction and growth. As described in Section 3.11, *Public Services*, and Section 3.13, *Utilities*, implementation of the proposed Specific Plan would require major infrastructure improvements to accommodate the proposed land use intensities of the plan. These improvements would remove existing obstacles to growth for the Specific Plan Area. However, the infrastructure improvements would not remove obstacles to growth for areas outside of the proposed Specific Plan Area. Therefore, no additional growth would be induced outside of the Specific Plan Area from the removal of an obstacle to growth (i.e. expansion of infrastructure and utility systems).

TAXING EXISTING COMMUNITY SERVICES OR FACILITIES

Substantial increases in population growth may result in the taxing of existing community services and facilities, thus requiring the construction of new facilities that could cause significant environmental effects. The construction of new facilities may also result in the need to expand the service capacity, which would then allow for future population growth.

As described in Section 3.11, *Public Services*, and Section 3.13, *Utilities*, the future development that could be facilitated under the direction of the proposed Specific Plan would substantially tax an existing public services and facilities. However, the proposed Specific Plan identifies the major infrastructure and utility improvements that would be required to accommodate the proposed land use intensities of the plan. These infrastructure and utility improvements would be constructed to implement the proposed Specific Plan. Future development projects would also be individually required to contribute funds as conditions of project approval to the City of Sunnyvale to finance their proportional fair share of these improvements. Therefore, the incremental impacts of future development projects in the Specific Plan Area would mitigate potentially significant impacts to a less than significant level.

The population growth that would occur from future employment generated by projects in the Moffett Park Specific Plan Area would likely be dispersed throughout the region. Therefore, the potential public services and facilities impacts from future residential development would be distributed to several districts or agencies rather than effecting just one service district or agency. Future housing projects that would be developed to accommodate the regional population growth would also be reviewed in accordance with local regulations and the continued requirements under CEQA. This process would allow public service and utility agencies the opportunity to determine if there is adequate capacity to serve future residential projects at the time the project is submitted for review and consideration. Therefore, based on the criteria stated above, the implementation and buildout of the proposed Specific Plan may tax existing services and facilities, but significant impacts would likely be mitigated on a project-by-project basis.

7.1 Other Activities That Could Cause Individual or Cumulative Effects

The individual environmental effects of the proposed Specific Plan are discussed in Section 3.0, *Environmental Setting, Impacts, and Mitigation Measures*. The cumulative effects of the proposed project in combination with the environmental effects of the other potential projects in the area are discussed in Section 4.0, *Cumulative Impacts*. In addition to the impacts identified in Sections 3.0 and 4.0, the proposed project would be anticipated to increase the demand for housing in the region. If housing projects are constructed as an indirect result of the housing demand, various environmental effects could occur that would contribute to local and regional environmental problems related to air quality, traffic, water quality, public services and utilities, and the degradation of other natural resources. These environmental effects would be analyzed and considered in accordance with the requirements of local regulations and CEQA prior to the approval and construction of future residential projects throughout the region.

7.2 Conclusion

Future development that would be facilitated under the direction of the proposed Specific Plan would indirectly induce population and housing growth in the region as a result of economic development. The anticipated increase in population would not be considered substantial because it would be within the range of employment and population growth projected for the City of Sunnyvale and the County of Santa Clara. However, the incremental impacts that would occur from future development opportunities under the direction of the proposed Specific Plan would result in cumulative growth inducing impacts on the overall region because cumulative employment growth in Santa Clara County would create a substantial deficit in the availability of housing. Because of the projected deficit in housing, the population and housing growth would likely be shifted to areas outside of Santa Clara County, thereby cumulatively inducing population and housing growth in other areas. Potentially significant impacts could occur from population and housing growth induced by cumulative employment-generating projects, depending on the location and nature of the projects. Developers of projects in the Moffett Park Specific Plan Area would be required to pay fees into the City of Sunnyvale Housing Mitigation Fund, which would help to reduce potentially significant impacts in the City of Sunnyvale. However, while the City of Sunnyvale can require property owners/developers to mitigate housing and growth-inducing impacts associated with project applications within the City of Sunnyvale's boundaries, the City does not have the land use control or authority for population and housing impacts that occur outside of the City. Therefore, the Specific Plan's incremental contribution to cumulative population and housing growth would be considered significant and unavoidable.

8.0 SIGNIFICANT IRREVERSIBLE ENVIRONMENTAL EFFECTS THAT WOULD OCCUR WITH PROJECT IMPLEMENTATION

8.1 Introduction

Section 15126(c) of the State CEQA Guidelines requires an EIR to discuss the significant irreversible environmental changes which would be involved in the proposed project should it be implemented.

8.2 Discussion

Future development projects that would occur as a result of the implementation of the proposed Moffett Park Specific Plan would require the long-term commitment of natural resources and land.

Actions related to future development within the Specific Plan Area would result in an irretrievable commitment of nonrenewable resources such as energy supplies and other construction-related resources. These energy resource demands would be used for construction, heating and cooling of buildings, transportation of people and goods to and from the area, heating and refrigeration for food preparation and water, anticipated energy demands for technology, as well as lighting and other associated energy needs.

In as much as fossil fuels currently are the principal source of energy, it can be stated that future developments within the Specific Plan Area would directly reduce existing supplies of fuel, including fuel oil, natural gas, and gasoline. This represents a long-term commitment to consumption of an essentially nonrenewable resource.

Construction of future development projects within the Specific Plan area would require the commitment or destruction of other nonrenewable and slowly renewable resources. These resources include, but are not limited to, lumber and other forest products; sand and gravel; asphalt; petrochemical construction materials; steel; copper; lead and other metals, water; etc. A marginal increase in the commitment of social services and public maintenance services (waste disposal and treatment, etc) would also be required.

The environmental changes produced by implementation of the proposed Specific Plan would occur mainly as a result of the indirect transition of the physical environment from existing industrial, manufacturing/warehouse facilities to an environment predominated by corporate office headquarters, research and development laboratories, small-scale retail, hotel, restaurant, and other ancillary support uses. If the Specific Plan is implemented, utilities would be expanded to serve the increase in demand for the industrial, research/development, office and ancillary uses that could be developed in the Moffett Park area.

The implementation of the proposed Specific Plan would result in a short-term irreversible commitment of land to industrial, research and development, and office uses for the lifetime of the development projects. Once the 50 to 100 year life-span of the these projects are reached, it is probable that the area would continue to support urban uses due to the large investment of capital resources that have historically been expended and would likely continue to be expended on the upgrade/upkeep of the project area and its surroundings, including construction of area infrastructure. In this way, the proposed Specific Plan would likely commit the project area to similar uses in the future.